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United States Department of State
and the Broadcasting Board of Governors
Office of Inspector General

Report of Inspection

Embassy Dar es Salaam,
Tanzania

Report Number ISP-I-09-04A, October 2008

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PURPOSE, SCOPE AND METHODOLOGY OF THE INSPECTION

This inspection was conducted in accordance with the Quality Standards for Inspections, as issued by the President's Council on Integrity and Efficiency, and the Inspector's Handbook, as issued by the Office of Inspector General for the U.S. Department of State (Department) and the Broadcasting Board of Governors (BBG).

PURPOSE

The Office of Inspections provides the Secretary of State, the Chairman of the BBG, and Congress with systematic and independent evaluations of the operations of the Department and the BBG. Inspections cover three broad areas, consistent with Section 209 of the Foreign Service Act of 1980:

- **Policy Implementation:** whether policy goals and objectives are being effectively achieved; whether U.S. interests are being accurately and effectively represented; and whether all elements of an office or mission are being adequately coordinated.
- **Resource Management:** whether resources are being used and managed with maximum efficiency, effectiveness, and economy and whether financial transactions and accounts are properly conducted, maintained, and reported.
- **Management Controls:** whether the administration of activities and operations meets the requirements of applicable laws and regulations; whether internal management controls have been instituted to ensure quality of performance and reduce the likelihood of mismanagement; whether instance of fraud, waste, or abuse exist; and whether adequate steps for detection, correction, and prevention have been taken.

METHODOLOGY

In conducting this inspection, the inspectors: reviewed pertinent records; as appropriate, circulated, reviewed, and compiled the results of survey instruments; conducted on-site interviews; and reviewed the substance of the report and its findings and recommendations with offices, individuals, organizations, and activities affected by this review.

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KEY JUDGMENTS

- Embassy Dar es Salaam is commended for its strong team spirit and overall effectiveness. The Ambassador engenders a “one mission” approach, marked by good cooperation among the sections and effective interagency coordination. The entire staff is “on message.”
- The Ambassador’s positivism is infectious. The mission instinctively accentuates the positive in public diplomacy, interaction with Tanzanians, and reporting to Washington. Following the February 2008 visit by President Bush, bilateral relations are at an all-time high.
- The U.S. agenda in Tanzania is assistance-driven. The United States is the major international donor, providing massive economic assistance, especially in health-related sectors. In FY 2008, bilateral assistance totaled \$662 million. Over the next five years, an additional \$698 million will be made available through the Millennium Challenge Corporation (MCC). Major programs in the health sector are especially well coordinated. Auditing was beyond the scope of this inspection, but it appears that assistance programs are well managed.
- Bilateral assistance programs create an expectation for long-term commitments that may not be sustained or sustainable. Meantime, Tanzanian dependency on foreign assistance and the distortions endemic to donor programs (notably supplanting Tanzanian government budgetary commitment to programs) pose policy dilemmas. The concept of reciprocal responsibilities between donor and recipient is embryonic and fragile.
- The entire mission is engaged in the public diplomacy outreach program, feeding off of the Ambassador’s energy and participation. The objective is to ensure that all relevant assistance programs are clearly perceived to come from the American people, not individual agencies of the U.S. government. Nonetheless, the public affairs section (PAS) is overstaffed with one of the largest locally employed (LE) staff complements in the region. The section’s performance and efficiency is hampered by a number of employees with performance issues.

- The management section boasts a litany of accomplishments including the consolidation of International Cooperative Administrative Support Services (ICASS), cooperative and productive meetings with management staff in other agencies, piloting new systems for the Department of State (Department), performing well despite understaffed units, and dealing with ineffective computer replacements and limited bandwidth.
- Unresolved political issues on Zanzibar with the prospect of possibly turbulent 2010 elections in the archipelago make this a focus of attention. The summer 2008 arrival of an American presence post (APP)/Zanzibar officer to work out of Embassy Dar es Salaam will enable the mission to follow those events more closely. However, establishment of an APP resident full time on Zanzibar is on hold, reflecting budget-driven decisions in Washington.

The inspection took place in Washington, DC, between April 3 and 29, 2008, and in Dar es Salaam, Tanzania, between May 6 and 20, 2008. Ambassador David E. Zweifel (team leader), Dr. Louis A. McCall (deputy team leader), Barry Langevin, Andrea M. Leopold, Robert W. Mustain, Jr., Jeanne B. Nienhaus, and Timothy Wildy conducted the inspection, which included a site visit to embassy facilities in the Zanzibar Islands.

CONTEXT

The United Republic of Tanzania, with a population of approximately 39 million, is one of the poorest countries in the world with a per capita income of \$319. It also is a country with a steadily growing economy and stable multiparty democratic



government that scores relatively well among Sub-Saharan African countries in terms of levels of corruption. The population is nearly evenly divided between Christians and Muslims, with Islamic culture predominant along the Swahili coast and in the Zanzibar archipelago.

Under Tanzania's revered founding father and first president Julius Nyerere, the government pursued a path of socialism and promotion of instruction in Swahili, rather than

English. The socialist experiment ended in 1985, but its vestiges have left Tanzania a stranger to the ways of a market economy. Likewise, for decades Tanzania was cool to the United States while on friendlier terms with China, the former Soviet Union, and the nonaligned movement. Although the promotion of Swahili served to help unify a country with over 130 tribes and dialects, it has been a handicap on the road to modernity. Swahili remains the mandated medium of instruction for primary school children.

Past and potential political violence in Zanzibar is worrisome for the stability and unity of the country. Zanzibaris were among terrorists responsible for the August 7, 1998, bombing of the U.S. embassy, killing 12 Tanzanians. Global terrorist networks continue to see potential opportunity in Zanzibar. President Kikwete is exerting increasing leadership in East Africa, inter alia as current chairman of the African Union. Under the aegis of the union, the government of Tanzania sent troops to the Comoros Islands in the first half of 2008 to remove a self-appointed president of the island of Anjouan.

Tanzania hosts over a million refugees from the Democratic Republic of the Congo and Burundi. The government is pursuing an active role in East Africa and South African regional economic integration.

The election of President Kikwete and the February 2008 visit by President Bush (the longest-ever visit to a single African nation by a sitting U.S. President) set the stage for a new chapter and partnership in U.S.-Tanzanian relations. Although U.S. development assistance is opening doors and increasing favorable Tanzanian views of the United States, the relationship is still perceived to be fragile. The Ambassador notes: “we are two bad stories away from disaster...” If assistance monies are perceived by the American people to have been wasted, or worse, then these programs would (and probably should) be ended.

The long-range implications of U.S. assistance programs present another aspect in assessing bilateral relationships. For example, in FY 2008 bilateral U.S. assistance programs in the health sector alone total over \$300 million – more than the government of Tanzania’s budget for its ministry of health.¹ Basic to the President’s Emergency Plan for AIDS Relief (PEPFAR) program is the precept that all HIV/AIDS victims in target countries are entitled to treatment. The implied commitment is open ended both in scope and time. This may not be sustained or sustainable over time. Meanwhile, the (at least medium-term) competition among U.S. and international donors for professionally qualified employees is distorting effects of assistance programs.

The issues endemic to aroused expectations (discussed further in the section on transformational diplomacy) are real, though perhaps not immediate.

¹ The U.S. Government also contributes approximately 30 percent of the total pledged to the United Nations Global Fund which is providing more than \$50 million in health-related assistance to Tanzania in FY 2008.

EXECUTIVE DIRECTION

The political appointee Ambassador arrived in Embassy Dar es Salaam in September 2007. The milieu on his arrival was a dispirited mission, especially among the LE staff resentful of reduction-in-force actions coincident to consolidation of ICASS.

Purposefulness is a hallmark of the Ambassador's leadership, and he set about to restore confidence and pride among the staff, a work still in progress. He works towards this goal through personal accessibility; his own optimism and sense of mission, frequent expressions of confidence in, and recognition of, mission successes; attentiveness to advice from the staff; and a natural flair for delegation of both authority and responsibility. Section chiefs and heads of other agencies are unanimous in pointing to this empowerment and the corollary: the Ambassador's active participation in furthering programs and processes. When an issue arises his invariable instinct is to ask how he can help where his personal intervention on an issue will make a difference.

On another front, the Ambassador is determined to break down interagency rivalries, to include 'branding' of assistance programs. He supplanted agency-particular identification with the broader concept of "from the American people." This approach has been successful, helping weld a 'one mission' sense of identification.

Over the past eight months in Tanzania, the Ambassador has traveled widely throughout the country. Both during his personal travels and that by others from Embassy Dar es Salaam, the common theme is based on a "Good Works" Toolbox developed by the Ambassador. This is an effective outreach program to influence public opinion. The themes echo the goals of the Mission Strategic Plan (MSP).

When his first deputy chief of mission (DCM) curtailed to go to Iraq, the Ambassador chose a successor who brings depth of knowledge and experience in the culture and politics of East Africa. The front office principals have an excellent working relationship, one in which the relatively new DCM confidently participates in discussions and decision making.

The Ambassador has been prudent in considering approval of National Security Decision Directive-38 (NSDD-38) requests for addition of staff from other agencies. For example, a request from the Department of the Treasury is on hold, pending agreement on whether and how the addition of an adviser would contribute to overall mission objectives here.

The NSDD-38 process has not been engaged in the case of long-term temporary duty personnel who are either here for one year or assigned on a “rolling” temporary duty that equates to full-time presence.² At issue: Combined Joint Task Force/Horn of Africa personnel who work in the embassy. Although not technically under Chief of Mission authority, they subscribe to ICASS, and otherwise are considered to be full participants in the country team.

Recommendation 1: Embassy Dar es Salaam should inform Combined Joint Task Force headquarters at Djibouti of the requirement to submit relevant National Security Decision Directive-38 requests prior to rotation of presently assigned personnel from Combined Joint Task Force/Horn of Africa. (Action: Embassy Dar es Salaam)

In sum, executive direction sets the tone for a remarkably strong and focused mission.

² Desired inclusion is clearly implied in paragraph 6c of “Action Request and Guidance for Chief of Mission NSDD-38 Requests.”

POLICY AND PROGRAM IMPLEMENTATION

TRANSFORMATIONAL DIPLOMACY

Much of the work of the mission can be categorized as serving the Secretary's call for transformational diplomacy. In FY 2008, assistance (bilateral and through international programs such as the United Nations Global Fund) totaled \$662 million. Most of these funds flow through the U.S. Agency for International Development (USAID), the Centers for Disease Control and Prevention (CDC), and Department of Defense elements. However, the Ambassador ensures that the entire mission portrays the results as coming "from the American people."

The Ambassador is the primary face and voice of U.S. transformational diplomacy in Tanzania. Coordination of policy development and implementation is achieved through regularly scheduled interagency working groups chaired either by the Ambassador, the DCM, section heads, or agency heads, as appropriate. A small amount of Department funds are available for antiterrorism assistance, Exchange Visitor programs, and the Ambassador's self-help fund, all of which are part of the arsenal for transformational diplomacy.

Since December 2006, USAID has trained over 234 journalists in investigative reporting techniques under the MCC threshold program that it runs. The payoff has been a number of hard-hitting investigative stories that targeted corruption. Those stories and the need to score "green" on the MCC corruption indicator in order to have a compact, played an important role in President Kikwete removing the prime minister and the head of the Bank of Tanzania, the central bank. The PEPFAR coordinator also has plans to make over \$100,000 available to be used for journalists to go to the United States as International Visitors in an effort to further improve the quality of journalism in Tanzania. Apart from what CDC plans to do, the embassy already includes up and coming journalists in its International Visitor's leadership program. At least 14 Tanzanians will go to the United States under that program in FY 2008. The Office of Inspector General (OIG) team observed the selection process, which was a transparent and largely consensual interagency process.

Both the embassy and the government of Tanzania attribute parliamentary action to oust a former prime minister and head of the central bank (both allegedly corrupt) to the vigor and independence of journalists trained under the MCC program.

The mission uses quiet dialogue and public diplomacy to advance political reconciliation on Zanzibar. U.S.-funded programs designed to develop and improve the economy concomitantly strengthen the basis for prosperity and, indirectly, good governance. While in Tanzania, President Bush signed an MCC compact under which Tanzania can qualify to receive \$698.2 million over the next five years. This is the largest MCC compact to date. The government of Tanzania has to meet MCC standards (for example, critically on corruption) in order to receive the largess. In discussions with the government of Tanzania, the Ambassador articulates the concept of “reciprocal responsibilities.” Embassy Dar es Salaam is sensitized to the process of transformational diplomacy.

Most PEPFAR programs are carried out through USAID, CDC, and the Department of Defense’s Walter Reed program. Department units and Peace Corps also have relevant, coordinated programs. U.S. credibility among Zanzibaris is largely due to the enormous success of U.S. health interventions. For example, the President’s Malaria Initiative also carried out through USAID and CDC nearly eliminated Malaria in Zanzibar where it was once pandemic. This success opens the way for receptivity to messages on issues such as democracy, tolerance, and political reconciliation.

Although bilateral assistance programs have been broadly successful, they create an expectation for long-term commitments that may not be sustained or sustainable. Meantime, Tanzanian dependency on foreign assistance and the distortions endemic to donor programs (notably supplanting Tanzanian government budgetary commitment to programs) pose policy dilemmas. For example, the government of Tanzania recently reduced the budget allocated to the Tanzanian Commission for AIDS. The rationale transparently is that international donor contributions are sufficient.

The concept of reciprocal responsibilities between donor and recipient is embryonic and fragile. Part of the challenge of transformational diplomacy is for the embassy to convince the government of Tanzania to remain committed to fiscal support in certain areas rather than to assume the United States, and other donors, whether multilateral or bilateral, will make up for any gaps on the part of the government of Tanzania.

As noted, Embassy Dar es Salaam's calculations are that total U.S. economic assistance to Tanzania in 2008 is \$662 million. To put this in perspective, this amounts to approximately \$19 per Tanzanian or the equivalent of about six percent of the annual per capita income.

Assistance levels have expanded rapidly over the past few years. For example, the totals for FY 2004 were \$204 million, in FY 2005 about \$267 million, in FY 2006 over \$368 million. A breakdown for FY 2006 is as follows (in thousands of U.S. dollars).

| | |
|--|----------------------|
| Department of Agriculture | \$28,136,000 |
| Department of State | 207,627,844 |
| USAID | 81,739,774 |
| Department of Health and Human Services | 6,336,119 |
| Other (Exec. Office of President; Labor, Interior, etc.) | 44,365,681 |
| Total | \$368,205,418 |

Source: USAID Economic Analysis and Data Services Project

POST REPORTING AND ADVOCACY

Political Section

At present, the political section is comprised of an FS-01 chief and an untenured entry-level officer, supported by two well-qualified and experienced LE staff. The section is tasked with responsibility to draft talking points for the Ambassador on all political issues. Because the majority of official American visitors want to pursue political or economic topics, members of the combined political/economic section are most frequently designated as control officers for such visits. The political section chief is the mission officer most frequently tapped as note taker for the Ambassador's meetings with Tanzanian officials. She subsequently drafts the relevant reporting cables for the Ambassador's consideration and clearance.

The February 2008 visit by President Bush involved an all-out effort by all elements of the mission. The demands placed on the political section had a direct impact on the time and attention devoted to reporting. Partly as a result, the volume of reporting dropped off sharply. During the Washington survey for this inspection,

the consensus was that political reporting from this embassy was of good quality but much less in quantity than expected from a mission this size. The OIG inspectors agree, and both the DCM and the section chief acknowledge that this is the case.

In analyzing reporting, OIG inspectors concluded that the section has not optimized mission resources that could augment reporting. For example, program officers from USAID, PEPFAR, and the President's Malaria Initiative travel widely throughout Tanzania. The section should exploit the potential synergy by tapping into these (and similar resources – for example, visits by consular officers) to glean information useful in reporting.

To do so effectively presumes preplanning when possible (i.e., sharing information on planned appointments and travel) and follow-on debriefs of mission officers involved. This could be accomplished via an e-mail-based program to which all elements of the mission enter and share relevant information. The net result would further strengthen the Ambassador's determination to forge a 'one mission' approach.

Such a program would have the additional benefit of minimizing duplication of work (and conceivable mixed messages) that arise if and as more than one element of the mission is working with a Tanzanian official or unit on a similar issue, for example, avian flu that might engage the embassy, USAID, and the CDC. The inspectors made an informal recommendation, suggesting ways to help accomplish this objective.

OIG inspectors reviewed a sampling of the section's reporting selected by the political counselor. The conclusion reinforced Washington end-users' observations that most cables recount meetings or are of a spot-reporting nature. A May 2008 reporting plan, being updated at the instruction of the DCM, will engage public diplomacy and consular personnel as well as the political/economic section. Conceptually, the objective is to integrate all mission elements in the reporting effort. The plan currently lists topics meriting attention; the topics reflect MSP goals. When finally approved, each officer in the section is to select one of the topics in the reporting plan (or another approved by the political counselor) and complete a minimum of one analytical report per month. Attaining this ambitious goal should meet end-users' needs for such reporting.

The section is currently tasked with preparing 19 mandatory reports yearly, including human rights, trafficking in persons, and refugees. By estimate of the section chief, these reports require 330 person hours to complete. These requirements, identical to those of larger sections, consume time that would otherwise be devoted to other reporting.

Finally, the political section's LE staff are talented and knowledgeable. They have good networking skills and keep abreast of developments of interest. They interact well with colleagues, especially in the PAS. The OIG team informally recommended ways in which the mission could better utilize this resource.

Focus on Zanzibar

The Zanzibar archipelago constitutes a semiautonomous part of Tanzania. There is a separate parliament, presidency, and – in civil matters – court system. Further, political differences and disputes between Unguja (the larger island) and Pemba are a source of continuing tension.

The unique history and culture of the archipelago makes for a sometimes-uncomfortable relationship with the central government. Over the past two decades, Zanzibar has experienced several turbulent elections, some violent. Attempts to reconcile intraparty and interparty disputes have not prospered. Elections scheduled for 2010 likely will be contentious.

Developments in Zanzibar are of concern to U.S. policy makers, especially in light of past and potential terrorist threats emanating from there. Zanzibaris were directly involved in the August 7, 1998, bombing of Embassy Dar es Salaam.

For these reasons, Embassy Dar es Salaam is intent on establishing an APP on Zanzibar. An officer has been assigned to a relevant position, and will arrive in Tanzania this summer. However, the Department's Under Secretary for Management has determined that, for fiscal reasons, no new APPs will be opened. Thus, the APP officer for Zanzibar will operate out of Dar es Salaam.

The OIG inspectors conclude that, while not ideal, this will enable the embassy to intensify coverage of developments in Zanzibar while freeing up other personnel in the political section to focus on other aspects of the relationship. Accordingly, it is premature to address issues (for example, office location, security of personnel, and premises) that will evolve if and when the APP is permanently relocated to Zanzibar.

Economic/Commercial

The economic part of the political/economic section is staffed by one mid-level Foreign Service officer and two LE employees. They are responsible for covering economic and commercial matters, including environment, science, technology, and health issues. As with the political section, the Presidential visit contributed to a

low volume of reporting on these subjects. Likewise, mandated reporting demands much of the unit's time and attention. Consequently, analytical reporting and think pieces are rare, although the economic officer is tasked with producing one such piece a month.

The large and leading involvement of USAID, CDC, and (prospectively MCC) in the economic sectors overshadows the economic section's role. The downside is that much of the work of USAID and others goes unreported in Department channels. Almost by default, the economic section has carved out its niche in advocacy and trade promotion. This has been centered on getting Tanzania to take full advantage of its eligibility for preferential trade treatment under the African Growth and Opportunity Act (AGOA) of 2000,³ briefing American companies new to, or considering a presence in the Tanzanian market and advocating for companies involved in commercial disputes. Prior to the arrival in January 2008 of the MCC representative for compact implementation, the economic officer was the liaison for issues related to the compact, while at the same time USAID ran the separate and still ongoing MCC threshold program. Nonetheless, the economic officer is an active participant in interagency working groups dealing with economic issues. An example is coordination with USAID and MCC to move the government of Tanzania to adopt a policy on genetically modified organisms.

Although Tanzania is AGOA eligible, it has done little to take advantage of the opportunities for access to American markets. The economic officer has worked with the Ambassador and with the public affairs officer (PAO) to promote awareness of AGOA. In January 2008, the embassy put on an AGOA workshop that was well attended and resulted in a number of follow-up enquiries. This has prompted the embassy to consider taking this AGOA workshop initiative on the road to other parts of Tanzania or to repeat it periodically in Dar es Salaam. Tanzania is now moving in the right direction regarding AGOA – exports to the United States under AGOA, including the Generalized System of Preferences, have risen from \$3.7 million in 2006 to \$4.5 million in 2007 – but there remains a lot of untapped potential considering that Tanzania is a cotton producer and has a textile industry.

The Assistant U.S. Special Trade Representative that oversees AGOA came to Tanzania in November 2007 and planned to participate in the Sullivan Summit in Arusha, Tanzania, in June 2008. The Sullivan Summit is a large public-private section conference of friends of Africa organized by the Leon H. Sullivan foundation. In the meantime, it is hoped that the addition of an officer in the political/economic section to focus on Zanzibar, and a reduction in high-level visits, will provide more

³ Trade and Development Act of 2000, Title I, Subtitle A, § 101, Pub. L. No. 106-200, [114 Stat. 252](#), 19 U.S.C. § 3701 *et seq.*

time to work with the Tanzanians on taking advantage of AGOA. For the time being, the reality is that the billion dollar tourism industry, Tanzania's \$3.5 billion in exports in 2007, and the hundreds of millions in donor assistance that Tanzania receives makes exports under AGOA pale in comparison. Thus it is an ongoing challenge for the embassy to work with the government of Tanzania in improving AGOA performance.

The economic officer has been effective in assisting the U.S. Special Trade Representative in moving forward with attempts to get a Trade and Investment Framework Agreement signed with the East African Community headquartered in Arusha. The draft agreement, which Tanzania and most community members prefer to do on a multilateral, rather than a bilateral basis, has been unsigned for two years. The OIG team learned of other issues in the dynamics between East African Community members, but the embassy hasn't reported on them, because of time given to things such as the Presidential visit. Also, Tanzania has one foot in the East African Community and one foot in the Southern Africa Development Community, and may not be clear as to which path it is taking.

On the commercial side, the embassy has organized the USA section of the annual Tanzania International Trade Fair. The embassy, which is a non-Foreign Commercial Service post, receives Business Facilitation Incentive Fund money for business promotion and commercial outreach from the Department for the embassy booth while U.S. companies pay for their booths. The USA pavilion has won first place honors at the trade fair for the past two years. Some successes have been achieved, but companies writing business from the trade fair have been reluctant to reveal the details.

PUBLIC DIPLOMACY

The U.S. agenda in Tanzania is assistance-driven. The United States is Tanzania's major international donor, providing massive economic assistance, especially in health-related sectors. This has been reflected in a sharp increase in the already strong favorable perceptions of the Tanzanians toward the United States and the American people. A recent 2008 poll indicated that 81 percent of Tanzanians have positive associations with the United States, although other polling indicates less warmth when the question focuses more specifically on U.S. policies. The Embassy Dar es Salaam public diplomacy outreach program, feeding off of the Ambassador's energy and participation, has done an excellent job of working with the entire mission to ensure that the American people get recognized for the breadth and depth of U.S. government assistance to Tanzania.

Public diplomacy outreach at the mission is integrated, participatory, and effective. The structure of the PAS and interagency cooperation in coordination are key reasons for the success of the public diplomacy effort. An eligible family member (EFM) PEPFAR outreach coordinator, paid for by PEPFAR funds, is located within PAS. USAID is the only other agency with its own outreach officer. The USAID communications officer attends PAS staff meetings, and there is good interagency participation in a weekly public affairs outreach working group that meets just prior to country team meetings. This arrangement has helped ensure that newsworthy events and visitors get highlighted, and that the American people, rather than a single agency, a grantee, or the Tanzanian government, get credit for the many good things that happen. PAS also participates in other working groups. Although it had not completed drafting the post public diplomacy strategy at the time of the inspection, the PAS was hard at work on developing a mission-wide public diplomacy outreach strategy to complement each of the MSP goals, rebut anti-American messages, and help maximize the goodwill toward the United States that will open doors for discussion of and positive action on the broader policy agenda of the United States.

The embassy has a very good record of obtaining placement of press releases and information in media advisories regardless of the agency originating the press release. In many cases the text of the press releases are printed verbatim. The clearance process for press releases from other agencies flows through PAS and the executive office.

Speakers Bureau

The formation of a mission speaker's bureau is a new initiative still in development by PAS. At the time of the inspection, an announcement went out, and some individuals volunteered to participate. Work requirements statements for Department employees at post now include the obligation to participate in outreach. The OIG team briefed the PAO and DCM on how a model speaker's bureau is run at some posts.

American Corners

Embassy Dar es Salaam has two American Corners, one each on the two main islands of the Zanzibar archipelago. According to a June 2007 trip report from the regional information resources officer, clientele of the American Corner at the State University of Zanzibar said that the books there were not relevant to them. Thus, they mainly used the Internet rather than the books in the facility. However, there is regular patronage from State University of Zanzibar students, and those from two nearby high schools who prefer access to the Internet over printed matter.

Although there is a strong rationale for the American Corners on Zanzibar, they implicitly reduce resources that can be devoted elsewhere. Mainland Tanzania



has approximately 38 million inhabitants. The embassy (and OIG inspectors) notes that Mwanza is the second largest city in Tanzania with a population of over one million. Mwanza is also home to St. Augustine's University, with over 2,000 students. It is a good candidate for a third American Corner. Embassy visits to, and programming in, Mwanza are infrequent.

American Corner at the State University of Zanzibar

An American Corner would be a useful tool to raise the profile of the United States in the Mwanza area, would provide a platform to support programming, and could help fill a community need for English language materials and contribute to the MSP goal of improving the quality of education in underserved communities. The Department has temporarily discouraged the opening of new American Corners for budgetary reasons. American Corners typically open with a cost of \$50,000 and a maximum of \$10,000 budgeted in sustaining costs. Based on costs at the two existing American Corners, an American corner in Mwanza can probably be set up with an appropriate partner institution for about \$30,000 plus approximately \$5,000 a year in sustaining costs. The OIG team informally recommended that Embassy Dar es Salaam seek funding, per 10 FAM 364, from the Office of the Under Secretary for Public Diplomacy and Public Affairs or the Bureau of African Affairs to set up an American Corner in Mwanza. The OIG inspection team recommended that the Department grant that request, notwithstanding a freeze on new American Corners. The embassy indicated that it would make a formal request, through the Bureau of International Information Programs shortly after the OIG team's departure.

Without expanding the American Corners to include Mwanza, the PAS outreach through this vehicle is unbalanced in favor of one small region, albeit a politically, religiously, and historically important part of the country. At the same time, outreach to a major population center distant from the capital would likely remain limited and intermittent.

Recommendation 2: The Bureau of International Information Programs, in coordination with the Bureaus of Educational and Cultural Affairs and African Affairs, should provide funds to establish and sustain an American Corner in Mwanza with printed holdings tailored to meet the needs of the community for improving English language capability as well as addressing U.S. public diplomacy interests. (Action: IIP, in coordination with ECA and AF)

PUBLIC AFFAIRS SECTION STAFFING

Overstaffed Public Affairs Section

The PAS is overstaffed with one of the largest LE staff complements in the region. Although it does good work, it does so despite the handicap of a number of employees with performance issues. Those employees with performance issues are incapable of efficiently performing the duties in their position descriptions, if at all. The PAS has 15 LE staff positions, including one cultural affairs vacancy. This does not count the EFM PEPFAR outreach coordinator. This is even after one LE staff position in the section was eliminated in 2007. Only Embassy Nairobi, which is an embassy that is a regional platform, has more with 16 LE staff positions. Embassies Maputo, Luanda, and Kinshasha have 10, four, and 10 LE staff positions, respectively, in their PASs.

One contributing reason for the size of the section is that the section does some unreimbursed mission-wide support work (webmaster, graphics, audio/visual, and digital videoconferencing assistance) that might conceivably be included under ICASS. The OIG inspection team informally recommended that post determine whether some of these functions could be moved to ICASS with a possible addition to ICASS staff or be outsourced by ICASS. A bigger reason for overstaffing is that some employees were poor selections when they were initially hired. Training has not improved some employees because they lack the ability to profitably absorb and apply training. Because of the low productivity of some employees it was easier to hire additional employees. Since the trauma of the embassy bombing in 1998, which did not directly affect PAS because it was not colocated at that time, management has been compassionate and loath to impose the discipline that might have resulted in terminating, on the grounds of performance, some employees who went through that singular experience. Further, the negative effect on LE staff morale overall might have been significant.

Employees are expected to perform at a fully satisfactory level all of the elements of their position descriptions and work requirements. LE staff can be terminated for cause, that is, for unsatisfactory performance of duties per 3 FAM 7732.1, provided the employees have received adequate notice of shortcomings prior to separation, and have had an opportunity to overcome such shortcomings. A section should be rightsized so that there is sufficient staff with the requisite knowledge, skills, and abilities to carry out the mission of the section, but without excess staff causing wasteful expenditure on salaries and a reduction of overall efficiency. Per 3 FAM 7732.4 reductions in force are permitted as a management tool.

The overstaffing of the PAS has resulted in an efficiency score of 25 percent, which is low in comparison with the PAS of other embassies. That is to say, local salaries consume 75 percent of the PAS budget leaving only 25 percent to be applied to programming. This is a drain at a time when the public diplomacy function has become an important tool in getting out the message in Tanzania. Some work in the section is redundant and duplicative with the same work being done by more than one employee. An LE staff position was eliminated in 2007 after a nonperforming employee was put on a performance improvement plan. The absence of the employee was not noticed in terms of the output of the section. Similarly, the temporary absence of some other staff in the section goes virtually unnoticed. A small core of fully competent employees is carrying about 80 percent of the section's workload. Also, the PAO and assistant PAO are picking up work that should be, but is not being done by LE staff in the section with performance issues, thus limiting the ability of the American staff to do other things to further the public diplomacy agenda.

Recommendation 3: Embassy Dar es Salaam should abolish the vacant cultural affairs position C-7005. (Action: Embassy Dar es Salaam)

Recommendation 4: Embassy Dar es Salaam should abolish the distribution and mail clerk position C-76014. (Action: Embassy Dar es Salaam)

Recommendation 5: Embassy Dar es Salaam should document unsatisfactory performance and terminate locally employed staff members who do not meet minimum performance standards. (Action: Embassy Dar es Salaam)

Failed Crosswalk

The PAS has an LE staff member encumbering position N-70203 with the title of administrative assistant whose position description shows that he spends 80 percent of his time on administrative rather than program work. The inspection confirmed the accuracy of that position description.

The last inspection of Embassy Dar es Salaam included a recommendation that the administrative assistant in the section encumbering position N-70239 be reprogrammed from the PAS to a unit under the administrative section.⁴ It appears that the position description was rewritten, and thus the change in the position number, with some program duties added.

When the U.S. Information Agency merged with the Department in October 1999, as a result of the Foreign Affairs Reform and Restructuring Act of 1998,⁵ administrative positions such as administrative assistants, drivers, and information management staff were to be cross-walked to the appropriate service-providing sections of the embassy. The exception in implementation guidance was in the instance that more than 50 percent of the employee's duties were program related. The administrative assistant position did not meet that threshold then, and the renumbered position does not now meet that threshold. The last inspection report also recommended that the position for the computer management assistant in PAS be rewritten to reflect a preponderance of program related duties. That was done, and the employee in that position, unlike the administrative assistant, is legitimately primarily engaged in program functions within PAS.

The incumbent administrative assistant functions as an unnecessary middle man. If the position were to be eliminated, because the window for crosswalks has closed, the employee would not be guaranteed a position at the embassy. It is also not clear that ICASS would need or approve the hire of an additional support employee to pick up the administrative workload that would migrate from PAS. If the position were rewritten to be a true program position, the incumbent would still have to compete for it along with other applicants.

Recommendation 6: Embassy Dar es Salaam should abolish the public affairs section's administrative assistant position N-70203. (Action: Embassy Dar es Salaam)

⁴ Inspection of Embassy Dar es Salaam, Tanzania, 01-FP-R-025, March 2001.

⁵ Pub. L. No. 105-277, 112 Stat. 2681.

CONSULAR

The consular section in Dar es Salaam is a model of what a small- to medium-sized, full-service consular operation should be. It offers timely visa processing and comprehensive American citizens services under sometimes difficult circumstances, while supporting overall mission goals in many ways. Community outreach to both the Tanzanian and American citizen populations contributes to a positive image of the mission in both communities. The section enjoys strong support from both the executive and management sections.

The section is staffed by an FO-02 consul, one tenured FO-04 vice consul, one EFM, and four LE staff. There is currently no back-up consular officer designated at post. However, an officer with recent consular experience has been identified. The section is physically well designed, spacious, well lighted, and well furnished. Access to the section is controlled and limited to appropriate personnel.

Public access is through a dedicated compound access control. A covered, exterior waiting space is provided, but lightly used. The interior waiting room is oriented parallel to the service windows with seating too close to the windows. The section has installed privacy panels between the windows and the seating, and the panels provide some additional privacy. A significant redesign is not feasible or warranted. Signage in Kiswahili and English is clear and adequate. A video presentation on the application process plays on a screen in the waiting room.

The arrangement of the working areas of the section allows for excellent line-of-sight supervision of all processing activities. Furnishings are modern and appropriate. Computer hardware is modern and functions well. The cashier's booth is an excellent design, secured by a key lock and provided with windows to allow observation from the work area of cashier activities at all times. Safes in the consul's office are used to secure accountable supplies and equipment. Secure storage is available for additional foils and accountable supplies. There is one privacy interview booth, normally designated for American citizens services use but available for visa interviews when required, and three visa interview windows. One is used exclusively for case intake.

The consular section conducts nonimmigrant visa interviews Tuesday, Wednesday, and Thursday mornings, and IV interviews on those afternoons. American citizens services are provided Monday through Thursday from 8:00 a.m. to 4:00 p.m. and on Fridays from 8:00 a.m. until 10:00 a.m. The consular section, like the rest of the embassy, is closed Friday afternoons.

The nonimmigrant visa workload reached 10,000 applications in FY 2001 and then fell precipitously after September 11, 2001. FY 2007 numbers increased 20 percent over FY 2006, and early in FY 2008 this growth continues. The adjusted refusal rate remains constant at about 18 percent. Most of the cases are straight forward, and fraud, while frequent, is relatively simple and unsophisticated. The vice consul is the designated fraud officer, and the senior LE staff member is the fraud investigator as part of her duties. Relatively few cases require in-depth investigations, and the regional security office has assisted with its investigators when appropriate.

The consul currently devotes almost half of his time to visa adjudication. This, together with the use of the online appointment system, has allowed the section to keep appointment waiting times well below the Department standard of 10 days. This comes at a price, however. The consul struggles to find sufficient time to devote to other consular duties including management tasks. While this has not become a serious problem yet, a continued increase in visa demand will exacerbate the situation. In the latest consular package and MSP, post requested an additional position, a combined general services office/consular entry-level officer position with 12 hours per week devoted to visa adjudication. The OIG team does not support this request for the consular section. A better solution would be participation in the recently announced Professional Adjudication Specialist Program (State 048127 of May 6). An EFM adjudicator would relieve much of the pressure on the section.

Immigrant visa demand is low, including a handful of adoption cases. Foreign adoption is difficult in Tanzania, which is not signatory to the Hague Convention. The post also processes a few visas 92 and 93 following to join asylum/refugee cases, but these frequently involve relationship fraud. The post has established a committee to review the small number of special immigrant cases. This number is expected to grow.

Tanzania provides special challenges for American citizens services. The country is large, and infrastructure, especially roads, is poor. The resident American population, primarily missionaries and safari outfitters, is dispersed outside the capital. The majority of resident Americans and an overwhelming majority of temporary American visitors are located in the northwest, near Mount Kilimanjaro. Cell phone coverage in this area is poor or nonexistent. Providing emergency services under these conditions is difficult. The consular section has responded by instituting a program of regular consular visits to the cities with the largest American populations, visiting them at least twice a year, and a plan to visit every smaller concentration of Americans at least every other year. The warden system is active and being updated. Wardens have been active partners in the outreach program. The Ambassador has supported this program both by participating in a town meeting in the largest center,

and by distributing his monthly “message to the mission” to the American population via the online warden system. Both efforts have been enthusiastically received. The consular section has included voting information in these outreach visits and also cohosted a special event at the embassy for Super Tuesday to encourage participation. An event is planned for Election Day 2008 as well.

The consul has also worked hard to develop good working relationships with the police, immigration service, and national park service. The park service is often first on the scene when Americans have problems. Breaking down barriers with police and immigration officials has been difficult because much of their training and orientation dates from the earlier Marxist era. Inroads have been made, and the consular section has been able secure immigrant visa grants for some of its most promising contacts.

Another innovation begun by the consul contributes to effective American services and reduces the workload for the section. All elements of the mission, including USAID, PEPFAR, and other agencies are part of the duty roster. Most of those eligible for duty have little or no knowledge of consular operations. The consul conducts a quarterly training session for all duty standers to explain the procedures for dealing with consular issues while on duty. He reports that this has significantly reduced the number of calls referred to the consular officers after hours. This is a best practice.

Best Practice: Consular Duty Officer Briefing

Issue: The mission requires virtually all direct-hire employees to serve as duty officers. Many of these employees are unfamiliar with duty officer responsibilities, especially consular emergencies.

Response: The consul has developed a Power Point briefing that he presents two or three times a year to all eligible duty officers explaining consular duty responsibilities and the action necessary in specific situations.

Result: Mission duty officers are well prepared to serve and mistakes and unnecessary requests for assistance are greatly reduced.

The LE staff is well trained and experienced, serving from three to nine years in the section. Each has had at least one opportunity to take a course at the Foreign Service Institute, and all have completed correspondence courses. They are cross trained to fill all the positions in the section and are continuing to complete addition-

al correspondence courses. One day each month is designated as a consular training day with two hours set aside for the staff to work on correspondence courses. Other in-house training is conducted as well. The Ambassador has participated in a training day, adding status to the program and encouraging the staff.

The EFM is experienced, with service at several posts. She is primarily responsible for America citizens services and the outreach program. Her knowledge of consular services is particularly helpful when the vice consul is in charge or should a staffing gap occur when the consul departs.

Well-staffed, physically spacious and attractive, and enjoying excellent support from the other sections of the embassy, the consular section is currently a model of efficiency and a significant contributor to the overall strength of the mission.

The management section receives and deserves continuous praise for outstanding work and quick response to problems. Nothing waits; every issue is addressed and resolved within a short time or immediately, if possible. The management officer has organized meetings with counterparts in other agencies, thus improving relationships and ICASS operations. Consolidation has been a success, and savings are anticipated. The section has cooperated with the Department in piloting new systems and applications. At the same time, the understaffed information management section has supported clients through ineffective computer replacements and bandwidth deficiencies. The human resources section meets the needs of nearly 300 clients and the financial management section effectively supports ICASS subscribers. The large general service office and facilities management unit are well run and efficient.

| Agency | U.S. American Direct-Hires | Eligible family members | Locally employed (FSN and PSA) | Total Staffing | Total Funding FY 2008 |
|----------------------------|-----------------------------------|--------------------------------|---------------------------------------|-----------------------|------------------------------|
| D and CP | 18 | 3 | 12 | 33 | \$1,959,000 |
| ICASS | 6 | 8 | 144 | 158 | 5,551,600 |
| Public Diplomacy | 2 | 1 | 15 | 18 | 492,500 |
| Diplomatic Security | 6 | 1 | 8 | 15 | 1,389,368 |
| Marine Security | 9 | | | 9 | 103,100 |
| Representation | | | | | 27,000 |
| OBO | | | | | 1,875,800 |
| Worldwide Security Upgrade | | | | | 33,600 |
| DOD (including JTF-HOA) | 7 | | 2 | 9 | 220,100 |
| USAID | 18 | | 48 | 66 | Unavailable |
| PEPFAR | 1 | | | 1 | Unavailable |
| MCC | 2 | | 3 | 5 | 305,000 |
| CDC | 5 | | 33 | 38 | 1,399,257 |
| Peace Corps | 3 | | 2 | 5 | Unavailable |
| VIP visits | | | | | 102,000 |
| Walter Reed | 1 | | | 1 | Unavailable |
| HHS | 1 | | | 1 | 11,837,674 |
| Total | 79 | 13 | 267 | 359 | not additive |

The management section's scores on the OIG's questionnaire were very high, reflecting responsive changes following more difficult times. In October 2005, an alternate services provider pilot program involved the transfer of the general services office motor pool and warehousing to USAID and the transfer of USAID's leasing and maintenance to the general service section. The alternate service provider pilot was not successful. Consequently, less than two years later, in April 2007, all administrative functions were consolidated under ICASS with the embassy as the sole provider. The attendant confusion resulting from the repeated shifts caused dissatisfaction for clients and morale to fall among some local staff. However, additional ICASS staff members were hired where they were needed and new systems implemented. Some positions in the warehouse were eliminated, 49 USAID employees were integrated into ICASS, and 11 services were outsourced. The consolidation resulted in the potential for significant savings, according to the embassy. The OIG team could not verify these potential savings because all of the data were not yet available.

The ICASS working group has become active in setting standards and determining, for example, what reimbursements to collect for a growing number of temporary duty visitors. The general services office agreed to pilot the new integrated logistics management system, and already uses its functions for procurement and asset management (inventory). This project has been a success for Embassy Dar es Salaam. The general services office and others have worked together with the Bureau of Administration's Office of Logistics Management to solve problems and add features to the applications.

The Bureau of Overseas Buildings Operations (OBO) selected Embassy Dar es Salaam to participate in the Office of Management and Budget-endorsed residential Rental Benchmarking Initiative (State 038752 of April 14, 2008). In lieu of submitting a waiver request for short-term leased properties costing \$25,000 to \$50,000 annually, the embassy may now lease these residences without a waiver request unless the properties do not meet the benchmark for the occupant, exceed the appropriate space standards, or cost more than \$50,000 annually. The average cost for short-term leased properties currently in the inventory is \$32,800. Using the benchmarking initiative should reduce the number of waivers and lessen processing time for those that require them.

FINANCIAL MANAGEMENT

Overall, the financial management section effectively supports its ICASS subscribers, but the loss of experienced personnel has hurt the section's performance, particularly in voucher processing. Under new leadership, two additional voucher examiners were hired. These new positions will improve voucher processing times. The section acknowledged that their previous voucher processing time of three months was unreasonable. The section has seen some improvement and has reduced voucher processing time to 45 days. This still is not an acceptable level of performance, and does not meet ICASS standards. However, with the addition of new personnel the section is confident that it will meet its ICASS goal of processing vouchers within 15 days from submission.

To recapture costs associated with providing administrative support to temporary duty visitors, a cost accountant position was created and filled. The OIG team cautioned the section to be vigilant regarding the possibility that charging fees for temporary duty visitors could result in illegally supplementing the appropriation.

The financial management section places emphasis on providing staff with formal and on-the-job training. The local staff is empowered and is encouraged to take on additional responsibilities. For example, one local staff has certification authority to \$20,000. The financial management officer has also identified and corrected about 20 items that were not in compliance with the Department's Financial Management Handbook guidelines or appropriation law. A commercial bank provides accommodation exchange.

International Cooperative Administrative Support Services

ICASS is functioning adequately. The ICASS council meets regularly but is also able to convene quickly whenever needed. Administrative services are provided to 26 billing entities, or eight parent agencies with multiple divisions. Relationships among agencies are professional and productive. In November 2007, duplicative administrative services were eliminated. Several duplicative management systems were consolidated, and 11 administrative services were outsourced. Interagency working groups were established to address specific management issues such as visitor support. ICASS service standards were revised recently. The OIG team informally suggested that the mission monitor its compliance with established post-specific ICASS standards.

GENERAL SERVICE OPERATIONS

General services are well run and efficient. The large, consolidated motor pool supervised by a former USAID employee watches overtime carefully and attempts to ensure that drivers meet safe driving and overtime requirements. All drivers are trained to drive water trucks, armored cars, and sedans. The medical unit is performing driver physical and eye examinations as required.

This is one of the first embassies to use the new integrated logistics management system for inventory, and was recognized for using the system to track property in the nonexpendable property application and USAID's BARSCAN system. Having just converted to the new system less than one year ago, the inventory is complete and accurate to date.

An LE staff member visited the European Logistics Support Operation, Antwerp, Belgium. Based on that visit and money-saving goals, the embassy will begin to use the Department's integrated government bill of lading for outgoing shipments.

REAL PROPERTY

New Embassy Compound

Shortly after the August 1998 bombing, Embassy Dar es Salaam was located in an interim office building. A site for a new embassy compound was purchased in 1999. The new embassy compound opened in late 2005.

American Club

American staff morale is reasonably high, but the lack of a recreational facility has had a somewhat negative effect. Embassy Dar es Salaam's American Club served the community's recreational needs at a U.S. government-owned property. The property, (RO 3003), was sold for a sum exceeding \$1.5 million. The facility was shabby, and the kitchen had poor ventilation, old equipment, and was not sanitary or suited to food service.

OBO is providing about \$700,000 for the new center to be located just outside the perimeter wall. It will include a snack bar, tennis courts, and a swimming pool. The regional procurement office in Frankfurt, Germany, has completed a technical

evaluation and expects to award a contract by the end of May 2008. The construction time is to be about 210 days. The general services office and facilities maintenance staff will supervise the project.

In the meantime, fitness equipment is available in a section of the warehouse and appears to be well used. The recreation association manages the cafeteria, still known as the American Club.

Zanzibar Guest House Compound

Embassy Dar es Salaam maintains a U.S. government-owned property on the main island of Zanzibar, about 10 kilometers from Stone Town, the capitol. Acquired in 1965, it is used as a conference facility for official visitors and as a guest-house for American staff who use it at a cost of \$75 per night for up to eight people. Maintenance and repairs are performed at U.S. government expense.

When OIG inspectors visited, the house was closed for repairs that will cost about \$5,000. The contracted property manager is paid \$1,150 monthly. This payment covers his salary and his staff's (cook, maid, and gardener) salaries, social security, retirement, holiday and annual leave, and needed cleaning and servicing supplies. The staff works differing schedules depending on whether there are weekend guests. The property manager collects reimbursement directly from guests for food and beverages he purchases. In the last OIG inspection report of Embassy Dar es Salaam, Tanzania, dated March 2001, OIG recommended the embassy regularize its contract with the property manager, and clarify the local staffs' relationship with the U.S. government. It is not clear that the contract is entirely appropriate, given that the individual is not a company. The current contract is due for renewal this month and the general services office agreed to solicit for and award a contract for a property manager who is a bona fide contractor.

A recently built one-room structure on the guest house grounds is used for political reporting and public diplomacy information. The gardener occasionally cleans the office. The sole LE staff does not discard documents or other debris, therefore, the office is littered. Further, safety, health, and environmental issues are not addressed. The OIG team made an informal recommendation to install a fire extinguisher, provide a first aid kit, provide shelving or bookcases, and properly store fuel at a distance from the generator.

The MSP identifies this compound as a potential location for the proposed APP at the same time stating the residence and office will be in Stone Town.

Ambassador's Residence

Repairs and upgrades to expand and renovate the Ambassador's residence, formerly the DCM residence, began in 2006, and have neither been completed nor eliminated problems. The interior design limits its usefulness as a representational house. The former Ambassador's residence was sold for about \$1.3 million based on an assessment of its security vulnerabilities. There have been intermittent searches for a new Ambassador's residence, but costs are high, and none of the properties the general services office has visited have been suitable. The OIG team agrees that continuing these searches when properties become available is worthwhile.

The present house is exposed to the direct sun in the entertaining area at the rear of the house. While tents are set up for those events, OBO's January 2006 assessment indicated that a retractable awning might be useful. The private quarters' front veranda with a sea view also could use sun protection. Electrical fluctuations continue to plague the residence. The current wiring appears to be insufficient to handle fluctuations that have resulted in loss of appliances. Generators are checked weekly but sometimes do not work effectively.

Short of rewiring the residence, the problems may be ameliorated by setting emergency generator tolerances (low and high) to narrower limits. In addition, the general services office is working on the option of an installation of a full-house surge protection system.

Residential Property

Staff is generally satisfied with housing. The embassy manages 20 U.S. government-owned properties, including eight USAID-owned properties. Funding to maintain the USAID properties has yet to be identified. The general services office presently has 46 short-term lease properties, and has been negotiating for a four-house compound.

Property R5005 on Old Bagamoyo Road, a U.S. government-owned property, was purchased in 1963. The one-story property fronts the sea. According to the residents, the fence has been breached in six break-in attempts in the last year. This property is difficult to reach with commuting times sometimes exceeding two hours. The embassy has released a nearby short-term leased property because of its location and the difficulty for roving patrol oversight.

has agreed with all NSDD-38 requests. There was a recent request regarding the U.S. Department of Treasury's interest in assigning a position to Dar es Salaam. The embassy agreed, if a further exchange of messages with Treasury establishes the policy relevance of the proposed position and with a caveat regarding administrative support. Although no NSDD-38s have been submitted yet, the U.S. Department of Justice has inquired about a legal attaché position and other agencies, including CDC are planning additional staff, some local and some direct hire.

CDC is not the only agency with rapid growth. PEPFAR, also expanding, has funding for an annex that would be built on the compound. OBO's response regarding a PEPFAR annex was that PEPFAR would pay for it and OBO would not formally consider it until the top 80 Department priorities in the Long Range Building Plan for 2014 were met.

The Department-USAID consolidation has successfully eliminated most duplicative ICASS services. Regional support is adequate for the human resources section. Regional information management support could be more responsive. The post lost one political/ economic position to the Department's global repositioning initiative. A new position was created to fill a role at an APP in Zanzibar. In its FY 2010 MSP, the post is requesting a third information manager officer to fulfill information security and other critical duties and an office management specialist.

The Federal Women's Program coordinator has not received training nor was she aware of her responsibilities. The OIG team provided written and oral instructions to the staff member designated with this responsibility.

QUALITY OF LIFE

(b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2) Housing is generally suitable, the school is satisfactory, the health unit gets high marks, and regional medical officers visit the post frequently. In addition, the community liaison office (CLO) coordinator is active in providing support, conducting a sponsor program, providing information, and organizing community events. The contract for the new recreation center is close to being awarded. The new center will contribute significantly to morale.

MEDICAL UNIT

The medical unit, located in the chancery, is more modern, attractive, and inviting than many physicians' offices and clinics in the United States. The locally employed, full-time physician was trained in the United Kingdom. There are two American nurses, one part time and one full time, and a full-time laboratory technician. Medical equipment, and prescription and over-the-counter medications are stored and inventoried properly. The medical unit maintains emergency medical kits for travel outside of Dar es Salaam and also stores supplies at an offsite facility.

The unit has daily office hours and is on-call 24/7. In 1995, the Office of Medical Services allowed the embassy to "provide limited primary care to local staff and then refer them to the health care providers listed under the in-house Medical Plan." The medical unit also provides emergency care and care for on-the-job injuries. The unit gets high marks from the entire embassy community.

The OIG team met with the regional medical officer visiting from Embassy Nairobi. The regional medical officer called the unit, the "jewel of the region." The official medical evacuation sites are Pretoria and London. However, medical facilities in Nairobi have improved to the extent that they are at a level similar to Pretoria's. A medical air evacuation company, based in Nairobi, provides fast transport and faster care for trauma patients than taking them to Pretoria. Consequently, Embassy Dar es Salaam has been using Nairobi for medical evacuations.

The CLO has established an “Adopt a Marine” program to integrate the Marine security guard detachment more fully into the community. The Ambassador supports the CLO and hosted an Easter egg hunt at the residence. The American Employee Recreation provides \$100 monthly for CLO events and \$1,000 for the community Fourth of July event.

AMERICAN EMPLOYEES RECREATION ASSOCIATION

The American Employees Recreation Association of Tanzania is open to all direct-hire American staff and their eligible family members. The association has approximately 10 employees. Its services include a school bus service, cafeteria, catering service, transportation service, souvenirs, and digital video disk rental.

The association is in compliance with all Department reporting requirements. For the past two years (2006-2007), the association realized profits of \$46,000 and \$49,501, respectively. For 2006 and 2007, independent auditors’ reports stated that financial statements give a true and fair view of the association’s financial position, financial performance, and cash flows. While this opinion is positive, internal controls need to be strengthened. The association admitted and agreed to perform Department suggested procedures such as unannounced cash counts and inventory spot checks.

MANAGEMENT CONTROLS

The Chief of Mission's certification of management controls for Embassy Dar es Salaam, dated July 09, 2007, reported one material weakness. There was inadequate accountability of fuel receipts and fuel theft. The mission dealt with this issue by hiring an external consulting firm to study and make recommendations. As a consequence, the mission outsourced the fuel supply function to a private company. Internal controls that prevent fuel theft are in place, including locks, seals, multiple logs, and access controls. The OIG team found that the mission is diligent about preventing waste, fraud, and mismanagement. The OIG team's review found no material weaknesses.

OUTSTANDING TRAVEL ADVANCES

Embassy Dar es Salaam was not following Department procedures (4 FAH-3 H-460) for processing travel vouchers and travel advances. The open advance financial report shows 46 travel advances totaling about \$42,156. The financial section conducted an analysis that shows that 74 travelers have not submitted their travel vouchers within the required five days after completion of authorized travel. In addition, some travelers were issued new travel advances before settling prior outstanding travel advances. This policy was changed, and travelers must settle their outstanding travel advances before receiving new advances.

The OIG team advised the financial section to discontinue giving local staff a 100 percent travel advance. The 4 FAM 463.3-1 says that for local staff, the approving officer may approve a lesser amount if the issuance of the lesser amount does not create a financial hardship. For out-of-town travel, local staff often stay at hotels that are below maximum authorized lodging limits. In these instances, the local staff are overcompensated, and the travel advance becomes a loan. Local staff sometimes spend these advances for personal needs. Then, the advances are difficult for local staff to repay and become debts to the U.S. government. The mission agreed to change its travel advance policy.

The financial section is working on resolving old travel advances that originated in the last fiscal year. Outstanding travel advances greater than 30 days are subject to

Debt Collection Act procedures, which provide for interest, administrative charges, and penalties. Embassy Dar es Salaam is taking the appropriate steps toward enforcing Department travel regulations.

SECURITY

Implementation of the security program at Embassy Dar es Salaam is good. Operationally, the RSO has a functioning local guard and surveillance detection program. The Foreign Service national investigator office fosters and maintains strong contacts with the local police and supports RSO during meetings with local police. The RSO has a strong working relationship with the DCM, and there is a continuous exchange of information with the front office. Physical security at the embassy compound is generally good. A more detailed review of the mission security program is found in the classified annex of this report.

FORMAL RECOMMENDATIONS

Recommendation 1: Embassy Dar es Salaam should inform Combined Joint Task Force headquarters at Djibouti of the requirement to submit relevant National Security Decision Directive-38 requests prior to rotation of presently assigned personnel from Combined Joint Task Force/Horn of Africa. (Action: Embassy Dar es Salaam)

Recommendation 2: The Bureau of International Information Programs, in coordination with the Bureaus of Educational and Cultural Affairs and African Affairs, should provide funds to establish and sustain an American Corner in Mwanza with printed holdings tailored to meet the needs of the community for improving English language capability as well as addressing U.S. public diplomacy interests. (Action: IIP, in coordination with ECA and AF)

Recommendation 3: Embassy Dar es Salaam should abolish the vacant cultural affairs position C-7005. (Action: Embassy Dar es Salaam)

Recommendation 4: Embassy Dar es Salaam should abolish the distribution and mail clerk position C-76014. (Action: Embassy Dar es Salaam)

Recommendation 5: Embassy Dar es Salaam should document unsatisfactory performance and terminate locally employed staff members who do not meet minimum performance standards. (Action: Embassy Dar es Salaam)

Recommendation 6: Embassy Dar es Salaam should abolish the public affairs section's administrative assistant position N-70203. (Action: Embassy Dar es Salaam)

Recommendation 7: Embassy Dar es Salaam, in coordination with the Bureau of Overseas Buildings Operations, should sell property number R 5005. (Action: Embassy Dar es Salaam, in coordination with OBO)

INFORMAL RECOMMENDATIONS

Informal recommendations cover matters not requiring action by organizations outside of the inspected unit and/or the parent regional bureau and are not be subject to the OIG compliance process. However, any subsequent OIG inspection or onsite compliance review will assess the mission's progress in implementing the informal recommendations.

Political

On most occasions, the Ambassador is accompanied by a note taker who subsequently drafts reports for the Ambassador's consideration. The reporting reviewed by the OIG team showed that these reports are straight forward. In some instance, the impact of the message would be heightened in done as a first person cable.

Informal Recommendation 1: Embassy Dar es Salaam should judiciously write in the first person when reporting the Ambassador's key meetings and actions to draw attention to the importance of these cables.

The political/economic section chief chairs a weekly interagency meeting of the democracy and good governance working group. Those meetings are not focused.

Informal Recommendation 2: Embassy Dar es Salaam should have the political/economic section chief create, circulate an agenda, and solicit input from other participants prior to the interagency working group meeting on democracy and good governance.

The political section's LE staff members are underutilized.

Informal Recommendation 3: Embassy Dar es Salaam should assign political section locally employed staff specific topics to cover and task them to produce at least first drafts of cables reporting on these topics.

The mission has many travelers around the country, but useful information developed from contacts during these travels does not always get picked up and included in reporting because of the diffuseness of timely information.

Informal Recommendation 4: Embassy Dar es Salaam should develop and share with agency and section heads a mission-wide schedule of planned travel outside of the capital and scheduled meetings with high-ranking Tanzanian officials.

Public Diplomacy

The embassy has two American Corners in the Zanzibar Islands but none on the mainland where need and opportunity exist in Mwanza.

Informal Recommendation 5: Embassy Dar es Salaam should make a formal request for funds to establish and sustain an American Corner in Mwanza.

The PAS does some unreimbursed mission-wide support work (webmaster, graphics, audio/visual, and digital videoconferencing assistance) that might conceivably be provided by ICASS staff or outsourced under ICASS.

Informal Recommendation 6: Embassy Dar es Salaam should review mission-wide support being provided by the public affairs section and determine whether some functions could be moved to International Cooperative Administrative Support Services.

Financial Management

The mission's policy of giving LE staff a 100 percent travel advance often results in overcompensation, which becomes a loan. Local staff has difficulty paying off these loans that represent a debt to the U.S. government.

Informal Recommendation 7: Embassy Dar es Salaam should reduce the travel advance percentage to a level that covers basic travel expenses and does not create financial hardship to the local staff.

In accordance with 4 FAH-3 H-065, the financial management officer does not perform monthly audits of vouchers certified by the alternate certifying officer for the first six months after designation.

Informal Recommendation 8: Embassy Dar es Salaam should perform a monthly audit of the vouchers certified by the alternate certifying officer for the first six months after designation.

Safety Health and Environmental Management

The one room office on the guest house grounds does not have relevant safety, health, and environmental facilities. The Zanzibar office is seldom cleaned, paper is not discarded, there is no trash collection, there is no fire extinguisher, first aid kit, or sufficient shelving or bookcases to hold supplies and documents, and fuel is stored next to the generator.

Informal Recommendation 9: Embassy Dar es Salaam should provide all necessary health and safety devices, make arrangements to discard trash, install shelving or provide additional bookcases, and properly store fuel at a reasonable distance from the generator.

Medical Unit

As a legacy of the 1998 bombing, the embassy had permission to extend some medical care to LE staff as a time-saving measure to reduce time away from duty. Ten years on, the question arises as to whether this should continue.

Informal Recommendation 10: Embassy Dar es Salaam should request that the Office of Medical Services confirm that providing primary care to locally employed staff should continue.

PRINCIPAL OFFICIALS

| | Name | Arrival Date |
|--|-------------------------------|---------------------|
| Ambassador | Mark A. Green | 09/07 |
| Deputy Chief of Mission | Larry E. André, Jr. | 02/08 |
| Chiefs of Sections: | | |
| Management | Tulinabo Mushingi | 08/06 |
| Consular | Robert Hannan | 08/06 |
| Political | Mary Johnson | 08/05 |
| Economic | Jessica Torres | 08/07 |
| Public Affairs | Jeffery Salaiz | 08/06 |
| Regional Affairs | Michael Holshey | 10/07 |
| Regional Security | Anne Brunn | 07/05 |
| Other Agencies: | | |
| Centers for Disease Control | Dr. Stefan Wiktor | 08/05 |
| President's Emergency Program For AIDS Relief | Tracy Carson | 06/06 |
| Department of Defense | | |
| Defense Attaché | LTC Tim Mitchell, U.S. Army | 08/07 |
| Combined Joint Task Force/ Horn of Africa | LTC Jason Ulm, U.S. Air Force | 10/07 |
| Walter Reed Army Institute of Research | Edward Sekonde | 07/07 |
| Marine Security Guard Detachment | SSgt Robbie Betancourt, USMC | 01/08 |
| Millennium Challenge Corporation | Karl Fickenscher | 01/08 |
| Peace Corps | Pat Proden | 12/02 |
| U.S. Agency for International Development | Pamela White | 04/05 |

ABBREVIATIONS

| | |
|------------|---|
| AGOA | African Growth and Opportunity Act |
| APP | American Presence Post |
| CLO | Community liaison office |
| CDC | Centers for Disease Control and Prevention |
| DCM | Deputy chief of mission |
| Department | Department of State |
| EEO | Equal Employment Opportunity |
| EFM | Eligible family member |
| FSN | Foreign Service national |
| GSO | General Services Officer |
| ICASS | International Cooperative Administrative Support Services |
| LE | Locally employed |
| MCC | Millennium Challenge Corporation |
| MSP | Mission Strategic Plan |
| NSDD | National Security Decision Directive |
| OBO | Bureau of Overseas Buildings Operations |
| OIG | Office of Inspector General |
| PAO | Public affairs officer |
| PAS | Public affairs section |
| PEPFAR | President's Emergency Program for AIDS Relief |
| RSO | Regional security officer |
| USAID | U.S. Agency for International Development |

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